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CIVILIANIZATION



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Santa Ana Police Department

CIVILIANIZATION - A CONCEPT

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CIVILIANIZATION - A CONCEPT


The Santa Ana Police Department's civilianization program has been, for this Department, a tremendous success. Different problems in every city and state may modify the effectiveness of a civilianization program. Basically, Santa Ana's goal is to reach a civilianization of approximately 50 percent within five years. This concept is based upon the fact that there is a reduced need for sworn officers and a recognition of the large amount of activity performed by the police officers which can be handled just as well or better by civilian personnel.

The attributes of the civilianization program are many and include increased job satisfaction, lower employee cost, lower employee pension cost, lower employee insurance cost and worker's compensation cost, better relationships with the public, heightened morale and, most certainly opportunities for career development.

Some of the administrative concerns for a program such as this are: Inadequate levels of service, fear of "replacement" by sworn personnel, union or labor resistance, heightened potential injury to employees and high attrition rates.

If carefully planned, a civilianization program can overcome a majority of the problems and capitalize on all of the attributes of the program. The Santa Ana program utilizes civilians in the following categories:

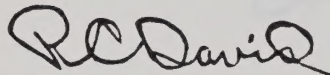
- Accident Investigation
- Report taking
- Investigation
- Crime prevention
- Emergency services dispatching
- Team Area representatives
- Police business office representatives
- Crime scene investigation
- Other related activities where civilians can be feasibly used.



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We have demonstrated that for the City of Santa Ana the utilization of civilian personnel has been tremendously valuable and effective in delivering a higher and more economical level of police service to a multi-cultural city.



RAYMOND C. DAVIS
Chief of Police



PSO

SERVING THE COMMUNITY

For years, the Santa Ana Police Department has used nonsworn personnel to supplement enforcement officers. The scope, however, was limited and traditionally restricted to parking control and desk assignments. Not until the advent of Community Oriented Policing (COP) have the duties of the nonsworn personnel been expanded to the point where they encompass virtually every aspect of police services, except those which are specifically restricted to sworn officers due to job hazards and required job skills.

In the civilian or nonsworn approach, we select paraprofessional personnel and train and equip them for a subordinate level of job complexity. This allows for both specialization and generalization at different levels within the police service.



It has been estimated that a large percent of police calls are service oriented rather than enforcement related. It is quite clear and has been repeatedly proven that many of these service calls do not require the trained expertise of a sworn officer and can be competently handled by non-sworn police service officers.

In summary, the PSO program offers a unique approach toward streamlining and professionalizing police services. It allows for more pro-

fessional handling of minor calls and more concentration on criminal activity on the part of the sworn officer. It also allows for more complete police services at the most economical level and an improved level of consumer satisfaction.

The following pages describe many of the various PSO assignments within the department.

Police Service Officer Assignments

FRONT DESK

- Answer incoming calls regarding information and police matters.
- Assist citizens who come to the front desk.
- Take reports over the phone or in person on petty thefts, grand thefts, vehicle burglaries, habitual runaways, annoying or obscene calls; information reports on malicious mischief, lost property, patrol checks, supplemental reports.
- Female PSO's assist police officers in pat-down searches of female prisoners.
- Sign off traffic citations.

COMMUNITY ORIENTED POLICING (C.O.P.) PROGRAM

- Scheduling and handling C.O.P. meetings.
- Organize and distribute C.O.P. bulletins, Crime Warning Bulletins, Crime Alert Bulletins and Area Crime Resume.
- Maintain Area crime statistics.
- Coordinate residential burglary seminars and home security inspections with the Community Service Officers.
- Assist other police agencies in setting up a community watch program in their city.
- Recruit and train block captains.
- Maintain an updated block captains' information list.
- Maintain an on-going relationship with block captains and community watch members.
- Serve as an advisor to the area executive board and city-wide executive board.

- Assist in organizing special citywide C.O.P. events such as C.O.P. Track Meet, Golf Tournament, Block Captains' Picnic, etc.

PATROL

- Mark abandoned vehicles and store them.
- Handle all types of crime reports which are not in progress.
- Handle minor non-emergency calls to assist citizens.
- Handle recontacts on crime reports to obtain further information.
- Accident reports - injury and non-injury.
- Crime Scene Investigation.

CIVILIAN ACCIDENT INVESTIGATOR

- Traffic accidents - injury and non-injury; if the C.A.I. is the closest to an injury accident or a no-detail accident, they respond Code 3.
- Render first aid, give mouth to mouth resuscitation and/or CPR when necessary.
- If it is a hit and run accident, perform CSI (Crime Scene Investigation) and follow up on leads in an attempt to locate the suspect.
- Lay flare patterns and do traffic control when needed.

COMMUNITY POLICE OFFICES

- Answer telephones and handle citizen inquiries.
- Take reports over the phone or in person on petty thefts, grand thefts, vehicle burglaries, habitual runaways, annoying

or obscene phone calls; information reports on malicious mischief, lost property patrol checks and supplementals.

- Sign off citations for non-moving violations.
- Maintain list of referral numbers for citizens who come in or call for such assistance.
- Keep a monthly pin map showing problem areas, specifying burglaries of residential, commercial or vehicles; also armed robberies are pinned.

CAREER CRIMINAL APPREHENSION PROGRAM (C-CAP)

- Analyst/Trainee (Crime Analysis)
- Processing and submitting criminal information and data for computer entry.
- Daily compilation and dissemination of "Daily Investigative Supplemental," consisting of outstanding warrants, stolen vehicles, wanted persons, field interviews and photo requests to patrol and areas of the department.
- Monitoring outstanding warrant/stolen vehicle log.
- Daily pin-mapping of residential burglary cases, by area and team grids.

JUVENILE INVESTIGATION

- Log all bike thefts and all impounds (recoveries and founds) in logs and compare both logs for possible matching.
- This PSO is assigned all bicycle theft reports.
- Processes Child Abuse Registry reports as a resource to the investigators and assigns case numbers to them.

GENERAL INVESTIGATION - THEFT/PAWN DETAIL

- Handles petty theft reports of gasoline and some shoplift cases from department stores.
- Assists outside agencies and citizens making pawn inquiries.
- Files and reviews all reported pawn slips for completeness and for known sellers of stolen property.
- Checks on traceable (serialized) pawns and office equipment repair records.
- Notifies other agencies when stolen property has been located.
- At least once a week, walks through in uniform all pawn shops and secondhand businesses.
- Investigates all applications filed for Second-hand Business Licenses and Security Guard Licenses.

GENERAL INVESTIGATION - CRIMES AGAINST THE ELDERLY DETAIL

- The PSO assigned to this detail is responsible for crime prevention programs for seniors; which includes scheduling and presenting meetings and seminars on a variety of crime prevention subjects.
- Assists in follow-up of certain cases, including victim assistance and referral.
- Prepares and distributes Crime Warning Bulletins for seniors.
- Maintains crime statistics.

GENERAL INVESTIGATION - CRIMES AGAINST PERSONS DETAIL

- Responsible for investigation of lewd and annoying phone calls, indecent exposures and misdemeanor assaults.

- Maintains mug files.
- Responsible for the placement and maintenance of VARDA (robbery and burglary) alarms.

SPECIAL INVESTIGATION - VICE DETAIL

- Handles and/or coordinates investigations regarding the issuance of permits and licenses by the Chief of Police and the City Manager. (These include dance permits, bingo, massage, escort services, modeling, and ABC licenses.)
- Performs premise inspections with regard to these licenses and permits.
- Maintains liaison with other city departments to insure proper and timely reports and inspections as needed.
- Responsible for all record keeping and correspondence related to these licenses and permits, as well as liaison with the City Council.
- Under direction of supervisor, performs background investigations as related to municipal code and vice enforcement.
- Assists as needed with vice investigations.

COURT LIAISON

- Prepares and packages DUI cases involving injury or accident for review by the D.A.
- Files these cases with the Central Court.
- Types complaints for DUTs with no accident or injury involved, approves the complaints and files them.
- Prepares and packages warrant cases for D.A. review and files them in Central Court.

- Walks through warrants on misdemeanor cases.
- In absence of sworn court liaison officer, the PSO assigned to this position prepares and packages all in-custody cases.

MEDIA RELATIONS

- With department's sworn public information officer (lieutenant), this PSO serves as liaison between news media and the police department.
- Responsible for publicity of departmental programs and events.
- Assists in organizing special events.
- Maintains records of media coverage.
- Responsible for preparation of some departmental brochures and other publications.

COMMUNITY CRIME RESISTANCE

- Provides training workshops to block captains.
- Responsible for preparation and layout of a bi-monthly departmental publication and assisting with a publication of the C.O.P. Block Captains' Association.
- Serves as liaison between the police department and the C.O.P. Block Captains' Association.

RESERVES' OFFICE

- Recruitment of Reserve applicants.
- Assists with all phases of screening/selection process.
- Conducts and/or coordinates all background investigations on potential Reserve Officers.
- Maintains statistical data and confidential personnel files for Reserves.

- Arranges for monthly training and updates on laws and pertinent information for Reserves.
- Ensures P.O.S.T. requirements are continually met as changes occur.
- Once a Reserve is appointed, assigns to an area in keeping with the Team Policing concept. Assists with "call-ups" in emergency/disaster situations and coordinates assignments of Reserves where and as needed on a special basis.
- Serves as liaison between Reserve Officers and other departmental sections/personnel.
- Responsible for monthly communication with all Orange County Reserve Coordinators for updates, etc.
- Coordinates recruitment, screening and placement of Civilian Volunteers, who perform a wide variety of services for the department, based on their expertise, experience and technical skills.

TRAFFIC SAFETY OFFICER

- The PSO assigned to this position is responsible for the total administration of the adult crossing guard program, which includes the hiring of adult crossing guards, training, supervision, liaison between schools, children and the guards, and scheduling. This PSO is also responsible for ordering and maintaining supplies and working out specific traffic problems which affect locations manned by adult crossing guards.
- This PSO is also responsible for the School Safety Patrol, which includes liaison with schools, ordering and maintaining supplies and coordinating field trips.
- Bicycle safety programs are a responsibility of this position. This includes presenting films and lectures, ordering and distributing literature, providing obstacle courses for coordination of bicycle rider, bicycle licensing, and inspection of bicycles for defects.

- Presents films, lectures and literatures on pedestrian safety.
- Responsible for mechanical inspection of each tow truck, catering truck, ice cream truck, taxi and produce truck, then attaches city sticker.
- Performs background research for tow truck and taxi company permits.
- Writes citations for Santa Ana Municipal Code vehicle violations and California Vehicle Code parking violations.

CRIME SCENE INVESTIGATOR

- Collects and preserves evidence.
- Photographs crime scenes.
- Fingerprints crime scenes.
- Testifies in court.

Community Service Officers

The Community Services Section, under the Administration Division, is staffed by a Lieutenant and a Sergeant. One sworn police officer along with Community Service Officers are assigned to this section. CSO's serve in a non-sworn, non-enforcement capacity dealing primarily with the community service programs listed below. The offices are located on the second floor of the City Hall Annex. The unit is primarily concerned with public relations and crime prevention through citizens participation and education. The following services and programs are provided to the public:

HOME SECURITY INSPECTION—Upon citizen request, home security inspections are conducted, providing the resident with practical maximum security recommendations in the areas of locking devices, lighting, landscaping and marking of personal property with electric engravers available through the Crime Prevention Unit.

RESIDENTIAL BURGLARY SEMINARS—This program affords a group of any size generalized information and suggestions regarding residential security through the use of film, lecture, literature and a question and answer period.

VACATION PATROL CHECKS—For the citizen who will be away from home, vacation patrol checks are performed. A Community Service Officer will inspect the premises as often as time permits. Security tips are also given the vacationing resident prior to his departure, with a home security inspection offered upon his return.

BARNEY —The Talking Police Car—In an effort to establish and maintain good rapport with children, kindergarten through first grade, Barney and an Officer Friendly Program is available. Barney, a fully equipped police car with a recorded message played over the unit's loud speaker, describes the function and components of the car, along with a demonstration of the lights and siren. A Community Service Officer also speaks to the children regarding bicycle and pedestrian safety.

The concept of the police officer as an advocate and friend is reinforced. Barney coloring books, reiterating these ideas, are also available.

LADY BEWARE—Offered to any size group, this film and lecture addresses the rape issue from a prevention and awareness standpoint. The program gives safe, practical suggestions for personal safety at home, in one's vehicle and while walking. Specific recommendations are also discussed in the event of an attack.

VEHICLE DISPLAYS—Two mobile units equipped with burglary prevention hardware, alarm systems, literature and bicycle licensing forms, are periodically stationed at shopping centers and supermarkets, bringing crime prevention to the citizens of Santa Ana on a larger scale. Related questions and problems are discussed by the Community Service Officer manning the displays.

BUSINESS SECURITY INSPECTIONS—At the businessman's request, a Community Service Officer or police officer assigned to this unit will survey the buildings and grounds, making written recommendations in such areas as locks, alarms, lighting, and landscaping. This service is provided to the owner of any size or type of business.

For further information regarding these and other services call—834-4956.

Additional services provided by Community Service Officers include:

ALARM ORDINANCE

- Logging of all alarms.
- Responsibility for all alarm correspondence.
- Coordinates with alarm companies with reference to the Alarm Ordinance.
- Monitors and reports unlicensed companies.
- Maintains non-response list.

PLANNING FUNCTION

- Provides new construction compliance checks with regard to the Building Security Ordinance.
- Coordination with the fire department in the areas of light level testing and security requirements.
- Provides input at the planning stage of construction as to environmental design and crime prevention.
- Responsible for new locking device evaluations for the Approved Products List of the Building Security Ordinance.

RESEARCH AND STATISTICS

- Maintains statistics on point of entry, dollar loss and reporting districts.
- Maintains statistics on rape for rape prevention seminars.
- Provides individualized reports for businesses on such subjects as employee security practices, employee screening, alarms, physical security, lighting, key control, internal theft, and bad checks.

VEHICLE ABATEMENT

- Cites abandoned vehicles.
- Contacts registered owner, legal owner and property owner as needed.
- Arranges for towing of vehicles for abatement.

PERSONNEL PROFILE

POLICE SERVICE OFFICERS

Since 1975, 69 Police Service Officers have been hired at the Santa Ana Police Department. Currently, there are 43 authorized PSO positions plus 8 authorized overhires.

Of the 69 PSO's hired 51 had some previous experience with the S.A.P.D.; 22 as Community Service Officers and 29 in other capacities within the department.

Six of the 69 hired have become sworn Police Officers with the Santa Ana Police Department and 2 have become sworn officers with other law enforcement agencies.

Current PSO's: (51 total positions)

Female: 47

Male: 4

Bilingual: 24

Average Age: 31

Average College Education: 1 year (4 have B.A. Degrees)

Average Experience with SAPD: 5 years

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PERSONNEL PROFILE

COMMUNITY SERVICE OFFICERS

Since 1975, 49 Community Service Officers have been hired at the Santa Ana Police Department. Currently, there are 9 CSO positions. (At one time there were 23 positions, which included 6 grant positions and 9 CETA positions.)

Of the 49 CSO's hired, 20 had some previous experience with the Santa Ana Police Department.

Sixteen of the 49 hired have become Police Service Officers, and 8 have become sworn Police Officers.

Current CSO's (9 total positions):

Female: 7

Male: 2

Bilingual: 3

Average Age: 28 (age span is 20-44)

Average College Education: 1½ years (2 have B.A. degrees)

Average Experience with SAPD: 1 year

SALARY AND BENEFIT COMPARISON
(Yearly)
Effective 1-1-85

	POLICE OFFICER		POLICE SERVICE OFFICER		COMMUNITY SERVICE OFFICER	
	<u>A-B Step</u>	<u>E-Step</u>	<u>A-B Step</u>	<u>E-Step</u>	<u>A-B Step</u>	<u>E-Step</u>
SALARY	\$28,141.94	\$33,380.65	\$20,309.68	\$24,077.42	\$18,425.81	\$21,845.16
RETIREMENT	7,880.00	9,347.00	2,944.90	3,491.23	2,671.74	3,167.55
EMPLOYEE INSURANCE	600.00	3,200.00	500.00	2,500.00	500.00	2,500.00
COMPENSATION INSURANCE	1,871.44	2,219.81	1,348.56	1,598.74	1,223.47	1,450.52
TOTAL	<u>\$37,893.38</u>	<u>\$48,147.46</u>	<u>\$25,103.14</u>	<u>\$31,667.39</u>	<u>\$22,821.02</u>	<u>\$28,963.23</u>

*Compensation Insurance rate for 1984-85 set at \$6.64 per \$100.

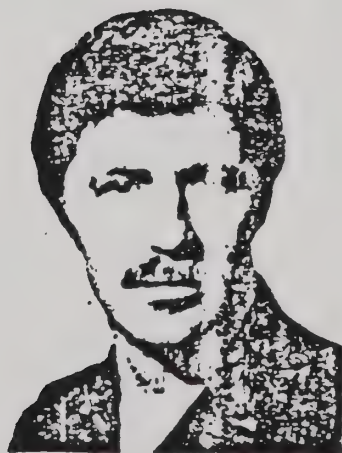
City of Santa Ana
Pay Steps
A - starting pay step
B - after 6 months
C - after one year
D - merit increase after one and one-half years
E - merit increase after one and one-half years

POLICE SERVICE OFFICERS — A NONSWORN APPROACH



E.B. HANSEN

E.B. Hansen is a commander with the Santa Ana Police Department. He has been with the department for 22 years and is second in command. His duties currently include administrative responsibility for the operations bureau, which is comprised of the field operations and investigations divisions. Commander Hansen holds a B.A. degree in Criminology and an Honorary Doctor of Laws degree, and is a graduate of the National F.B.I. Academy. He is also a member of the California Peace Officers' Association and serves as chairman of the Victims of Violent Crimes committee.



DAVID G. SALAZAR

David G. Salazar has been a police officer with the Santa Ana Police Department for 15 years. He is currently a lieutenant in charge of special investigations for vice, narcotics and anti-fencing. He has a Bachelor of Science degree in Criminal Justice from California State University, Los Angeles.

The use of nonsworn personnel in law enforcement is neither new nor innovative in itself, but the Santa Ana Police Department would like to offer the use of civilian Police Service Officers (PSO) as one element in a series of elements or programs which we have entitled "Integrated Police Service Delivery Systems." As a major support element within a series of five basic programs, the PSO is one of the most strategic in importance. Its importance rests upon the need for increasingly cost effective law enforcement and the increasing need for professional police officers within the sworn ranks. Within our basic Community Oriented Policing (COP) - Team Policing Program, we have the basic program elements of Case Management, Field Investigator, Police Service Officer, Major Enforcement Teams (MET) and Career Criminal Apprehension Program (C-CAP).

The Integrated Police Service Delivery System (Graph 1) is designed to provide sworn and professional uniformed service to the community with a minimum of sworn support personnel such as investigators. At the same time that this realignment is taking place, we are maximizing the use of para-professional personnel to support our sworn ranks and we are directing our investigative activities through directed patrol and identified crime patterns as well as those involved in continued criminal conduct.

This integrated police service delivery system is the end goal of a ten-year strategic program designed for improved law enforcement at a professional level and at a minimal cost to the community. (Graph 2)

In short, the Police Service Officer is just one element in an overall system approach but the concept is elementary in its importance to the success or failure of the ten-year program. In some police circles, the use of nonsworn personnel is viewed as a threat to the continuing expansion of the sworn ranks and has been viewed as a danger by police unions. Hopefully, this article will dissuade some of these fears and clearly identify the usefulness of para-professionals in the professionalization process of our sworn personnel.

For years the Santa Ana Police Department has used nonsworn personnel to supplement enforcement officers. The scope, however, was limited and was traditionally restricted to such functions as parking control and desk assignments. It was not until the advent of Community Oriented Policing (COP) that the duties of nonsworn personnel were expanded to the point where they encompass virtually every aspect of police services, with the exception of those functions which are specifically restricted to sworn officers based on job hazards, job skills or legal requirements.

In traditional policing, a police officer is expected to handle all called-for services. Under this philosophy, it has followed that an officer must be trained and equipped to handle every incident from the most minor

service to the most complex crime scene. This is cumbersome, expensive and contrary to the modern concepts of professionalism.

In the civilian or nonsworn approach, the Santa Ana Police Department has attempted to select para-professional personnel, and then train and equip them for a subordinate level of job complexity in a support role. This also allows for flexibility in both specialized and generalized levels of police service within the nonsworn ranks.

The PSO program should not be confused with the traditional nonsworn support position used by virtually all police agencies. In the 1973 report on police conducted by the National Advisory Commission on criminal justice standards and goals, it was shown that from 41 major metropolitan areas there was an average ratio of 16 percent civilians to sworn personnel. These nonsworn positions included parking control, clerical support, criminalistics, communications and other basic support positions.

In the Santa Ana program, this ratio of nonsworn to sworn has been significantly increased to 40 percent with the emphasis on the area of para-professional police service support. It is anticipated that this ratio will continue to rise to an expected 55 percent over the next five years.

It has been estimated that up to 80 percent of police calls are service oriented rather than enforcement related. It is clear and has been repeatedly proven that many of these service calls do not require the trained expertise of a sworn officer. In fact, most can be competently handled by non-sworn police service personnel. By removing the burden of miscellaneous calls from the sworn officer, a major step has been achieved in the professionalization of our sworn services as well as a more cost effective manner of public service and improved consumer satisfaction.

In February 1978, Chief Raymond Davis assumed command of the Santa Ana Police Department. At the time, the department was plagued with multiple problems, not the least of which was stagnation under the strict concepts of traditional policing. The department was undermanned and faced with a staggering crime rate increase. In addressing these problems, a new hypothesis was projected that by limiting miscellaneous tasks performed by sworn officers, crime could be more effectively suppressed. But first, a proper foundation had to be constructed for operational change and acceptance by our personnel.

Many operational changes, such as report procedures and deployment techniques, were implemented and programmed toward this concept and thus, our ten-year program was created and one of the most successful elements was the para-professional police service officer. It began with the classification of police cadet. These nonsworn personnel were hired under a federally funded crime specific burglary grant. The police cadets tasks included crime prevention and security inspections. These positions were subsequently reclassified to Community Service Officer (CSO) in 1974. During the same year, the position of Police Service Officer (PSO) was created for the sole purpose of relieving police officers from desk assignments. This was the beginning of the concept of nonsworn personnel handling selected assignments previously performed by sworn police officers.

COMMUNITY ORIENTED POLICING

In 1975, Community Oriented Policing (COP) was introduced to gain maximum community involvement. This program, which was later acclaimed as one of the most effective police programs in the nation, was based on close cooperation between citizens and the police. It was recognized at the onset that constant and close contact would be necessary in developing this relationship at a neighborhood level and that the simple description of neighborhood watch would not be sufficient to maintain citizen involvement or continued participation.

The deployment of sworn officers in the COP program was based on a modified team policing concept. Each team was headed by a sergeant and supported by an Assistant Team Leader (ATL). Initially, one of the job assignments given to each ATL was the task of organizing and conducting neighborhood meetings. This was soon identified as the key assignment and the key element in the success or failure of COP, but it required more time than the sworn ATL's could afford. It was at this point that the idea of using PSO's in COP was developed. This use of nonsworn personnel provided a far better interaction with the community than our attempted use of sworn officers. In the beginning, this was largely due to role perception and enforcement orientation rather than a recognition of the need for consumer satisfaction. Within the evolution of this program, PSO's were assigned to each area and under the direction of the area commander, they began to develop community support and public education toward the goals of the COP program. In fact, the PSO assumed the role of catalyst in the relationship that was eventually formed between the police and

our community. The job satisfaction of the PSO was high and the interest of community involvement was maintained.

It was early in 1978 that PSO's began relieving sworn officers of the task of handling non-emergency/non-violent calls. The PSO's worked in uniform and were assigned to mobile units which were clearly identified as police vehicles. They worked in the field handling service related calls and taking "cold" crime reports.

ACCEPTANCE

As an important note, the PSO had been readily accepted by our police officers when their role consisted of community relations work; however, there was some initial skepticism when they actually began to perform police related tasks. A natural concern grew that the public would confuse the PSO with the sworn officer. Accordingly, this could either expose the PSO to dangers that they were not trained to handle or they would not be able to provide the necessary expertise that the citizen expected to receive. Several approaches were considered including a blazer type of uniform to distinguish PSO's from sworn officers. This approach was discarded because of results obtained during such an experiment under the auspices of our crime specific burglary project. It was found that citizens were reluctant to accept CSO's dressed in this manner as representatives of the police department. In many instances, suspicion on the part of the citizen prevented a CSO from conducting security inspections or discussing crime related information.

The decision was made to have all PSO's and CSO's dress in uniforms with shoulder patches. The only differences between them and the sworn officer is that they do not wear firearms or batons. On individual request, each PSO and CSO is provided chemical mace after adequate training has been provided. Basic safety measures were centered around proper training in the recognition of potentially dangerous situations and dealing with hostile clients. Each PSO is equipped with communications equipment and instructed to call for a sworn officer at the first sign of trouble.

With proper training and with proper procedural and administrative guidelines, there has been no instance in the five year evolution of the PSO where one has been injured in the line of duty based on a violent citizen contact. The frequency of citizen complaints against PSO's is considerably less than those received against sworn personnel. To the contrary of concern over service reductions, the general public seems impressed with the level of service provided. Increasingly, sworn officers have learned to rely more and more on the PSO for handling certain categories of calls, and they have become possessive of PSO's assigned to their specific teams.

TRAINING AND SPECIAL ASSIGNMENTS

With the upgrading of the responsibility, it was necessary to upgrade training. On this basis, the first PSO academy was conducted and the training was designed to further develop and create flexibility in the

PSO position. The resulting expansion was so successful that specialized assignments were created using PSO's as a primary staffing element. One such assignment was the staffing of our neighborhood police community centers. The basic and evolving element of the COP program is close communications between citizens and police at a neighborhood level. A successful approach to this objective was achieved through decentralization of the areas from the main police facility into neighborhood operations. To offset the inherent dangers of "communal policing," this decentralization is balanced by centralized support functions which serve an inspectional role.

These police offices are staffed with sworn and nonsworn personnel who handle walk-in traffic, telephone calls and reports relating to all aspects of police service. The reports taken, the information exchanged and the services rendered have cut our called-for services by our patrol officers during the past 18 months. This reduction has reduced our dispatched calls by approximately 30 percent from the main facility. As a job assignment, it is natural that the PSO views the police center assignment as one of the most rewarding within the police department.

In 1980, our department was granted funds by the Office of Traffic Safety (OTS) for a Civilian Accident Investigation team. Again, PSO's were the staffing element in this program and it has proven to be successful in all aspects. In this program, PSO's patrol in the field in station wagons which are specially equipped to respond to accident scenes. They are the primary response unit to all accidents and are responsible for the entire investigation unless a physical arrest is required. In such cases, a sworn officer handles the arrest while the PSO handles the accident investigation. The release of sworn personnel for other duties has been substantial in this program.

With the field PSO assignment, several PSO's have been trained and are fully operational in crime scene investigation, which again releases sworn officers for crime suppression duties.

Each of the above described job assignments is in addition to established field, desk and COP responsibilities as well as new para-professional in the investigations division. Para-professional assignments now include checks, bicycle theft and pawn shop inspections. Victim/witness assistance assignments are presently underway and PSO's will soon be used in annoying telephone call assignments. In the investigation assignments, the PSO makes recontact with victims and follows up on leads which do not specifically require sworn authority or advanced investigative skills. In the case of the pawn shop detail, the PSO has been authorized by city ordinance to issue citations for violations uncovered in the course of inspections.

JOB SATISFACTION

The practice of specialization by job complexity level has a positive effect upon job satisfaction. This results in a more competent and satisfactory service level for the citizen. It has proven difficult for some officers to display adequate concern or enthu-

siiasm while handling minor reports and services, while at the same time they are being held responsible for crime suppression in their team area. Santa Ana has found that a PSO who is competently trained and expects to handle these types of calls will generally tend to do a more thorough and energetic job.

This job experience is also excellent for training those who are interested in use of a career ladder and gives the feeling of well deserved personal satisfaction to those who are content with the PSO position because of pure community service aspects.

The PSO classification also offers a wide variety of job assignments and mobility within the department. Experience may include community service in the form of field assignment, administration in the form of the Reserve Unit PSO, community work in the form of COP, service in the form of desk or neighborhood police centers, investigation in the form of investigation detail assignments and civilian traffic accident investigations.

BENEFITS

Police officers who are relieved of these various duties may concentrate on the job

which they were hired and trained to perform. Their functions may be better directed at the actual 20 percent of law enforcement duties which have escaped the much larger demand for service related calls. Through other department programs such as the Major Enforcement Team and the Career Criminal Apprehension Program, officers receive more up-to-date and workable crime information which they can successfully pursue. Case management reduces the case assignments to a manageable level and takes a more practical view of what can and cannot be solved. Sworn officers will also be free to pursue criminal investigations under the expanded "Field Investigator Program," which is designed to allow uniformed patrol officers to handle complete criminal investigations within certain crime classifications. It is extremely important that our officers realize this design and adjust their work attitudes toward this objective if the proper level of professionalism is to be reached. Change is always difficult and the integration of multiple change even more difficult.

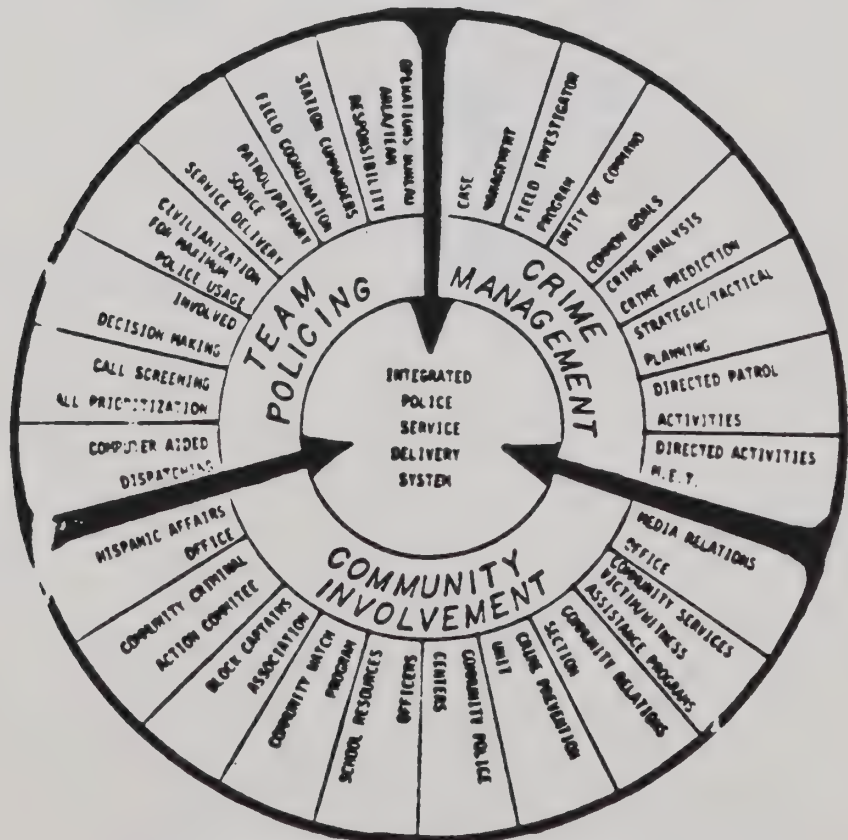
In today's society, the complexity of the criminal justice system demands that police officers be well qualified and highly trained generalists and specialists. Add to this the emotional and physical risk factors of the job and it is evident that the sworn position demands a relatively professional salary. This salary expense is compounded by the high worker's compensation and fringe benefits which may amount to an additional 80 percent of the officer's base salary. With this in mind, it is administratively unsound to assign this highly priced talent to handle relatively minor incidents, particularly in light of the rising and serious crime problems in our communities, state and nation.

In comparison to sworn officers, PSO's have a relatively low base salary and their fringe benefits are reduced to approximately 22 percent because of the limited

risk factor in their job assignments, and reduced training requirements. From a financial standpoint, it has proven to be a distinct advantage to the Santa Ana Police Department when we fill these miscellaneous job categories with nonsworn personnel and at the same time do so without jeopardizing our enforcement efforts or the personnel involved. In reality, crime suppression, apprehension and prevention efforts have improved with the release of each enforcement officer from non-crime related job assignments. Now, more and more of their efforts are directed toward criminal patterns and identified criminal suspects.

The PSO program offers a unique approach toward streamlining and professionalizing police services. It allows for more professional handling of minor calls; it allows for a more realistic career ladder; it allows for more concentration on criminal activity on the part of sworn officers; it allows for more complete police services at the most economical level and it allows for an improved level of consumer satisfaction.

SANTA ANA POLICE DEPARTMENT



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